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GIFTS

If Congress passes the so-called "Apple bill," computer companies may find it profitable to donate hardware to the nation's schools. But software problems, publishers said at a meeting last week, will continue to limit the potential of the equipment to enhance learning.

See Pages 4 and 10.

LOANS

With a $1-million loan from the Ford Foundation, the Council of Great City Schools is, in turn, lending its member districts up to $150,000 each to study ways of reducing costs and improving management. So far, six districts have qualified for loans.

See Page 4.

GESTURES

"Cued speech" is a controversial method of teaching people with severe hearing problems to master the language and communicate better. Advocates claim remarkable results.

See Page 5.

EDUCATION WEEK

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New State Cuts, Local Tax Limits Strain Districts

Midyear Shortfalls Leave Almost No 'Wiggle Room'; Boards Deplete Their Rainy-Day Cash Reserves

By Peggy Caldwell

Alex Heard and correspondents Glen Macnow and Cynthia Smith contributed to this report.

Nearly midway through the academic year, more than one-third of the states have cut their appropriations for elementary and secondary education—by as much as 10 percent in some extreme cases—prompting threats of more layoffs and temporary shutdowns.

In many states, as one leader of a state teachers' union put it, "There's not an awful lot of wiggle room." Statutory or political constraints prevent school districts from increasing local taxes to pick up the slack, and state emergency funds have run dry.

The financial pressures are forcing school districts to dip into their cash reserves, ordinarily set aside for emergencies, to pay for day-to-day operations. Public-finance experts ordinarily frown on the expenditure of nonrecurring revenue for recurring costs, but district officials say they have no choice: The "rainy day" has arrived.

Holiday Schedule

Education Week *will not publish on December 1. The regular publication schedule will resume with Issue Number 13, dated December 8.*

Florida last week became the latest state to cut its aid to school districts when the Governor's cabinet decided to meet a projected $400-million revenue shortfall by paring 2.5 percent off the budget of each state agency. School districts will lose $55.9 million in state aid—on top of a 2-percent cut imposed just a few months ago, according to Roger D. Stephon, executive director of the Florida Teaching Profession, the state affiliate of the National Education Association.

'Programs and Personnel'

"It's going to have an impact on both programs and personnel," Mr. Stephon said. "Some districts are already freezing positions and curtailing substitutes. In one district, they're using parent volunteers [as substitute teachers], and in another they're talking about bringing administrators into the classrooms.

"It cuts at the very foundation of what we've all been trying to do in the past few years, which is to bring Florida into the top quartile in student test scores and teachers' salaries."

Like officials in other states, Mr. Stephon pointed out that the latest rounds of cuts are "going to be especially tough on the districts because they only have seven months to absorb them."

In Nebraska, Idaho, and Arkansas, as in Florida, the authority of school districts to raise revenue locally is strictly curtailed.

"There are no options available to local governments in terms of making up lost revenues except for cash reserves," said Dale E. Siefkes, assistant director of the Nebraska Association of School Boards. "The levies were set in August. There's no way boards can go back now and adjust those."

In a special session this month, the Nebraska legislature cut 2 percent from the budgets of virtually all state agencies and state aid to local governments, including school boards.

"On top of that," Mr. Siefkes noted, "we're working with a 7-percent [limit on annual budget growth]. There's just no open door for districts to get it all back. It strangles those districts that are close."

Similarly, about 10 percent of the school districts in Arkansas have cash balances so small that they have little hope of making up for a $10.8-million cut in state general aid, according to officials of the state education department and the state's largest teachers' organization.

"We have some [districts] that are running extremely close," said Charles L. Brown, general finance coordinator for the

Continued on Page 14

Justice Dept. Asks Court To Permit Reduced Busing

Cites Educational, Social Disruption in Nashville

By Eileen White

WASHINGTON—In its first appeal to the U. S. Supreme Court to halt busing for school desegregation, the Reagan Administration has asked the Court to permit the Nashville, Tenn., school district to eliminate busing for young pupils on the grounds that it has caused educational and social disruption.

In a friend-of-the-court brief filed on Nov. 12, the Justice Department said that the 11-year-old desegregation plan in Nashville placed "a disparate burden on young black children by requiring them to leave their neighborhoods in the early primary grades while white children remained in their neighborhoods during those years." The brief also opposed the use of racial quotas in determining the enrollments of middle schools and high schools.

The move—the first since Assistant Attorney General William Bradford Reynolds earlier this fall invited school boards that oppose busing to enlist the Administration's help in dismantling busing plans—was made in support of the Nashville school

Continued on Page 14

DENNIS BRACK

Most States Raise Admission Requirements

Schools Responding to Higher College Standards

By Sheppard Ranbom

"When colleges announce their admissions standards," says Ernest L. Boyer, president of the Carnegie Foundation for the Advancement of Teaching, "they announce the missions of the schools."

Twenty-seven states have already announced, or are in the process of formulating, new and higher standards for admission to their public colleges and universities, according to a report released last week by the National Association of Secondary School Principals (N.A.S.S.P.). And the changes in the admission requirements of public-college systems, which altogether enroll more than two-thirds of all college students, are having widespread effects, many educators agree, on curricula, guidance counseling, and students in high schools across the country.

In fact, Mr. Boyer contends, actions that limit access to colleges and universities to students who meet tougher academic requirements are having a more dramatic impact on schools than growing legislative and public pressure to make schools require more of their students.

"In our study, we found that the single most important activity that could cause overnight change in the high-school curriculum would be if colleges announce their [admissions] standards," he says. The Carnegie Foundation is in the midst of a two-year study of American high schools.

Such pressure from above has combined with "a general concern for excellence that permeates the whole curriculum" to prompt changes in high-school graduation requirements and to force students to take high school more seriously, according to Irene G. Bandy, assistant superintendent of public instruction in Ohio.

Ms. Bandy blames much of the long-term decline in the achievement of high-school students on the "open-door" college admissions policies that "told the students they could do anything in high school and still go to college."

"Before, when little was being asked of students, they did the bare minimum," she says. "Students opted out. But with the new requirements, they are opting back in and becoming more responsible about their education. Attitudes are beginning to turn around."

Continued on Page 12

THE WEEK

A SUMMARY OF NEWS AND EVENTS

In Summary

Hard Questions on Software
Publishers admit to uncertainty about the kinds of computer software they should be developing for use in schools and say they are unlikely to invest much until they get some direction. Story on Page 4.

Money To Save Money
The Council of Great City Schools, using $1 million borrowed from the Ford Foundation, is making low-interest loans to its member districts to study ways to reduce expenses. Story on Page 4.

A Settlement in Kentucky
A federal suit charging the Jefferson County school district with discriminating against black students in disciplinary matters has been settled out of court. Story on Page 4.

Textbooks in Texas
Under proposed state legislation, those who want to defend textbooks in the selection process would be given time to speak in hearings, a role only those who criticize the books now have. Story on Page 6.

Setting Priorities
The nation's state school chiefs have called for a rearrangement of curriculum priorities, dividing subjects, for the first time, on the basis of their relative importance to students. Story on Page 9.

Complimentary Computers
Thousands of schools could enter the computer age instantly if Congress passes a bill giving tax breaks to companies that donate computers to schools—but not everyone approves. Story on Page 10.

Back in Session
As it has for most of the 97th Congress's term, the budget promises to dominate the post-election session that begins next week, and education bills are not likely to be enacted. Story on Page 10.

Seeking Strategies for Excellence
Teachers must judge themselves on the "value" they add to their students, witnesses told the National Commission on Excellence in Education in its final public session. Story on Page 10.

Setback for the Selective Service
The government's draft-registration program is in jeopardy because a federal judge has ruled that it is illegal and has dismissed, for the first time, a case against a nonregistrant. Story on Page 11.

The Perils of Relaxing the Rules
Deregulation of the law governing education of the handicapped would probably lead to cutbacks in efforts at the state and local levels, according to a federally sponsored study. Story on Page 11.

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National

Churches Leading As Major Providers Of Child Care in U.S.

As the source of direct and indirect support for more than 14,000 programs, churches represent the largest providers of day-care services nationwide, according to a survey conducted by the National Council of Churches.

In the largest sampling of its kind, the council used a grant from the Carnegie Corporation to fund a survey of nearly 88,000 churches, according to June R. Rogers, assistant director of the council's child-advocacy project.

Of the 25,000 churches that responded, she said, more than 14,000 were affiliated with day-care programs that serve a total of nearly 500,000 children. The survey did not include programs affiliated with Roman Catholic churches or the Southern Baptist Convention.

Ms. Rogers said the council conducted a second, follow-up survey of 3,333 program directors and found that 51 percent of the programs affiliated with churches receive "massive subsidies" from the church. About 41 percent of the program directors "named the church as a source of child-care funding, particularly scholarships," according to Ms. Rogers.

The survey also found that 18 percent of the programs served only families with incomes under $10,000, Ms. Rogers said.

Prior to the survey, church officials were unaware of the extent of the church's involvement in day-care programs, Ms. Rogers said. "We really feel very strongly that the churches have a role in insuring quality child care," she said. "The important task was to raise consciousness of the church itself regarding child care."

The survey, she said, will be used as the basis for developing a policy on day-care programs.

Ford Foundation Awards $3.1 Million For Child Health

With the goal of preventing some of the physical and mental problems that afflict many poor children, the Ford Foundation has awarded $3.1 million to programs in the U. S. and abroad.

The grants, announced late last month, are the first to be awarded in the foundation's "Fair Start" program. Foundation officials expect to award about $6 million by the end of the two-year program.

A basic objective of the program, according to foundation president Franklin A. Thomas, is "to provide parents with knowledge of good nutritional and health habits so they will be better able to take care of themselves, and so their children will not begin life with significant deficits."

"Poor health and chronic hunger and malnutrition not only reduce the survival chances of the very young, but also diminish their later capacity to learn, work, cope with stress, and function in society," Mr. Thomas said in his statement.

The emphasis on prevention, Mr. Thomas noted, is highly appropriate in this era of "huge medical costs and cutbacks in federal programs."

The recipients of the grants include a migrant-health project in Florida, a child-welfare project in New York City, and a program for mothers and children in Appalachia. The recipients also include projects in four other nations.

Survey Finds Fewer Blacks Were Elected To Education Posts

The number of elected black officials in American education dropped from 1,267 in 1981 to 1,256 in 1982, according to the Joint Center for Political Studies.

The decline was the first recorded since the nonprofit research organization initiated its annual count of elected officials in 1970. In that year, there were only 362 elected black education leaders in the country.

Among the 1,256 black officials identified in 1982, 1,203 were on local school boards, eight fewer than the year before. Ten worked in state education agencies (seven from the Virgin Islands), down from 14 in 1981; 39 were on college and university boards, up from 32 last year; and 14 were in unspecified education positions, four more than in 1981.

The black education officials are among 5,160 black elected leaders nationwide. They make up 1 percent of all elected officials in the country.

States

N.J. To Require Schools To File Reports on Violence

New Jersey Gov. Thomas H. Kean has signed a law that requires public-school employees who witness violence to file written reports with their school principals.

The legislation calls for each of the reports to be included in an annual statewide study on violence in the public schools. The study will be published by the state's commissioner of education.

"The problem of violence and vandalism in the schools has to be addressed and there has to be accountability," said John F. Holtz, a spokesman for Raymond J. Lesniak, the Democratic assemblyman who sponsored the bill.

The law also prohibits school boards from discriminating against, or firing, employees who file the violence reports.

"Too often, reported incidents of violence are covered up and buried by principals and superintendents who do not want their schools to get a bad reputation," Mr. Holtz said. "We've also found teachers who have been made to feel like tattletales—by their peers and by administrators—for reporting things."

Indiana Panel Seeks Ways To Improve State's Teachers

A governor's task force in Indiana has made legislative recommendations intended to bring more academically able teachers into the public-school classrooms, and thus improve education in the state.

"There may be problems with Indiana's educational system as evidenced by the high unemployment rates for Indiana youth and by the relatively low percentage of Indiana public-school graduates who enter or graduate from college," the committee concluded.

The task force recommended that the state should:

- Offer loans for exceptional candidates who are willing to teach subjects where shortages of teachers have been identified, and respond to these shortages by providing grants for the retraining of current teachers;
- Establish a training program for teachers and students in the use of computers and programming concepts; and
- Expand programs for the gifted and talented.

Gov. Robert D. Orr has said he is not sure if the state's 1983 legislature would provide the funding needed to implement the proposals.

N.J. Modifies Law: Reduces Monitoring, Asks for Objectives

Commissioner of Education Saul Cooperman has announced changes in New Jersey's controversial, seven-year-old "thorough and efficient" education law.

Under the new system, the state education department will spend less time monitoring school systems and focus instead on ensuring that they set clear learning objectives, Mr. Cooperman said.

The commissioner will appoint a committee to define the objectives of the state's schools. By next September, each school system will have submitted a detailed set of goals to one of New Jersey's 21 county superintendents, who will be trained to help the school systems plan.

Each school system will also be required to make its plan public at a school-board meeting.

The county superintendents will evaluate, in writing, the perform-

State Chiefs Endorse New Curriculum Priorities

'Common-Learning' Section Urged for All Students; Stress on Liberal Arts, Math, Science, Social Studies

By Cynthia Smith
Special to Education Week

POINT CLEAR, ALA.—The Council of Chief State School Officers (C.C.S.S.O.), meeting here last week, called for a rearrangement of curriculum priorities, dividing subjects into the categories of "common learning" and "special learning."

The move marks the first time that the nation's state superintendents and commissioners of education have distinguished between academic subjects based on their relative importance to students, according to Hilda L. Smith, director of the council's project on humanities in the schools.

"We have a policy statement that the chiefs adopt as an organization and which they as members are supposed to encourage the implementation of in their states," explained Ms. Smith, who worked with the council's committee on instruction. "More than anything, it's an agreement on set policies.

"Policy statements before, in terms of curriculum, had a number of items that were included. As new fields such as energy education and environmental education were introduced, . . . no distinctions were made as to how much time should be spent on each subject. We're trying to put some structure on it."

The state chiefs will work with their state boards of education and local school districts to encourage "a more focused curriculum," Ms. Smith said.

The common-learning section, which the chiefs said should take top priority for all students, includes basic skills in reading, writing, and mathematics, along with social studies, humanities, science, and economics. The section was originally called "core common learning," but the name was changed after some superintendents objected that endorsement of a "core curriculum" might be perceived as "dictating state and local policy by a national organization," Ms. Smith said.

Social studies, a term new to the council's curriculum definitions, would include subjects such as American history and government, multicultural education, citizenship education, and "education for global interdependence."

The humanities would include such disciplines as English, literature, art, and music. The mathematics and science sections were added to the top-priority subjects for schools, with the council endorsing comprehensive programs for both at the high-school level.

"They indeed saw those as the more central subjects which need to be taught first, but not instead of the other subjects," Ms. Smith said.

The special-learning section, to be given second priority, includes vocational education, career education, computer literacy, health and physical education, environmental education, and energy education.

In other action, the council also approved a resolution calling on the Congress to approve a new version of the National Defense Education Act, which, beginning in the late 1950's, provided federal financial support for teacher education and curriculum improvement in science, mathematics, and foreign languages.

David Hornbeck, Maryland's chief state school officer and chairman of the council's committee on education, urged the school chiefs to approve the resolution so that "the staff can work to get this legislation implemented."

The chiefs, along with several other education organizations, are asking for money to provide incentives for people to become mathematics and science teachers, to pay for teacher-inservice programs, and to pay for equipment and youth activities.

Mr. Hornbeck said increased attention to those subjects will help both businesses and the military.

Earlier in the three-day conference, John Porter, president of Eastern Michigan University, proposed that the schools strengthen their ties with businesses by establishing a Career Examination Board similar to the College Board.

Mr. Porter said that such a board, composed of business and industry leaders, would offer a test to high-school graduates who do not plan to attend college. Students passing the test would be offered a three-year apprenticeship with one of the businesses needing their skills.

Mr. Porter said the program could reduce dropout rates by giving students who do not plan to go to college an incentive to com-

Continued on Page 14

Adult-Education Enrollment Up; Business Classes Dominate

Most people who took adult-education classes in 1981 did so for job-related reasons, and nearly half took their additional courses in the fields of business, health, or engineering, according to a new report from the National Center for Education Statistics (N.C.E.S.).

And, the study shows, more people took adult-education classes in 1981 than in 1978, when the last such survey was done.

Part of the reason is demographic, said Thomas Latkowski, an N.C.E.S. statistician, but the rate of adults taking such classes has also increased.

Although there is no reliable information to explain the increase, Mr. Latkowski said, some educators believe that the condition of the economy has spurred people into pursuing additional education and training.

Included among the individuals 17 years of age or older who participated in some type of adult-education activity were 1.2 million full-time adult students in elementary and high schools, colleges, or vocational schools who took adult courses in addition to their regular school work.

However, the majority of the adult-education participants (20 million) were either part-time students in schools or colleges, or other adults who took at least one course, but were not otherwise enrolled in regular educational programs.

Estimates in the report are based on supplementary questions in the May 1981 Current Population Survey and were tabulated for N.C.E.S. by the Census Bureau.

Of 37 million courses taken, the study states, 60 percent were taken to advance in a job or to get a job.

Twenty-one million American adults—13 percent of all adults—took part in at least one adult-education activity during the survey period.

The number of people taking adult-education courses increased by 17 percent, from 18 million to 21 million, between 1978 and 1981.

Rates of participation in adult education rose with levels of education, according to the study. Participants were more likely than the total population to have attended college.

Participants in adult education also tend to be young. Nearly 54 percent of the adult-education participants in 1981 were under 35 years old, while this age group made up only 43 percent of the adult population.

Women accounted for 56 percent of all participants in adult education. In 1981, nearly 12 million women and nine million men took one or more adult-education courses.

Eighty-eight percent of the participants were white, compared with 82 percent in the total population. Blacks constituted 6 percent of all participants; Hispanics, 3.6 percent; and members of other minority groups, 2.4 percent.

The survey, *Participation in Adult Education, 1981*, is available at no charge from N.C.E.S., 400 Maryland Ave., S. W., Washington, D. C. 20202. —A.H.

Type of Courses Taken by Participants in Adult Education, May 1981

Type of Course	Total Courses		Courses Taken by Men		Courses Taken by Women		Courses Taken by Women as Percent of Total
	Number (in thousands)	Percent	Number (in thousands)	Percent	Number (in thousands)	Percent	
Total Courses	37,381	100.0	16,182	100.0	21,199	100.0	56.7
Agriculture	449	1.2	326	2.0	123	0.6	27.4
Arts	2,373	6.3	576	3.6	1,797	8.5	75.7
Business	8,564	22.9	4,171	25.8	4,390	20.7	51.3
Education	2,936	7.8	897	5.4	2,028	9.6	69.3
Engineering	3,654	9.8	2,970	18.4	683	3.2	18.7
Health Care	3,960	10.7	1,236	7.6	2,757	13.0	69.6
Health Education	1,150	3.1	361	2.2	789	3.7	68.6
Home Economics	1,246	3.3	84	0.5	1,162	5.5	93.3
Personal Services	713	1.9	296	1.8	417	2.0	58.5
Language and Literature	2,184	5.8	813	5.0	1,371	6.5	62.8
Life Sciences	1,205	3.2	294	3.7	611	2.9	50.7
Philosophy-Religion	2,606	7.0	1,033	6.4	1,573	7.4	60.4
Physical Education	2,377	6.4	621	3.8	1,756	8.3	73.9
Social Sciences	1,939	5.2	1,072	6.6	866	4.0	44.4
Interdisciplinary Studies	357	0.9	130	0.8	206	1.0	58.8
Other	1,678	4.5	998	6.2	680	3.2	40.5

NOTE: Details may not add to totals because of rounding.
SOURCE: National Center for Education Statistics

ASSOCIATIONS

Several higher-education groups are talking with the National Science Teachers Association and others about forming a new Coalition on Precollege Education in the Sciences, to be headquartered in the Washington offices of the American Association for the Advancement of Science.

The group plans to lobby government and educators to improve science education at all levels. According to a spokesman for the American Association of State Colleges and Universities, which is participating in the project, the various interested parties disagree for the moment on whether renewed federal programs in science education—which have been sharply curtailed in the last two years—should reside in the Education Department or in the National Science Foundation, where they are now situated.

□

Maryland affiliates of the American Federation of Teachers and the National Education Association met at the same time in Baltimore last month. But when the A.F.T. group happened to gather in a nonunionized hotel, the local N.E.A. affiliate picketed the hotel. One placard read: "The A.F.T. looks for the non-union label."

"It [the Belvedere Hotel] was not on the hotelworkers' anti-union list," said an A.F.T. spokesman. "We were trying to stay away from the Hyatt, where the N.E.A. had put its people up, and which is on the list."

Why did the N.E.A. picket? "We were just trying to do our part to support employees in other unions," said a spokesman for the N.E.A. affiliate. "Apparently, our support for organized labor is stronger than theirs."

□

When Wesley Apker, a Colorado administrator, suggested in the September issue of the American Association of School Administrators' magazine that superintendents must abandon "management by consensus" and learn such political skills as controlling board agendas and mobilizing citizens' groups on behalf of "preferred options," the executive director of the National School Boards Association reacted.

Mr. Apker's advice on how superintendents should deal with their school boards, Thomas A. Shannon wrote in a letter to the A.A.S.A. journal, "is a prescription for disaster" in school board-superintendent relations. Moreover, he chided, the writer's prescription could "undo a half-decade's cooperative work" by the national schoolboards' and administrators' organizations on the roles and relationships of school chiefs and their boards.

And, Mr. Shannon suggested, such an adversarial concept might harm several joint publishing and other ventures now scheduled between the two major groups.

The back page of the issue carrying Mr. Apker's essay, for example, carries an advertisement for an A.A.S.A. "School Board Services" membership, which offers schoolboard members publications, participation in special conferences, and group A.A.S.A. insurance rates, among other benefits.

□

With the aid of President Reagan, who designated October as National PTA Membership Month, and the promise of public-service radio, TV, and magazine advertisements across the country, the National PTA has begun a long-term effort to attract the support of citizens at large—who may or may not be parents—as "sustaining members" of "the country's largest child-advocacy association." "Alabama," a country-music group whose members are parents of schoolchildren, is helping to promote the drive. —M.M. & T.T.